Tigard Police Department
Audit Report

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Executive Summary

The purpose of this report is to provide outside assessment and recommendations on three areas of Police Department operations: retention of qualified employees, property evidence function, and mutual aid responses.

EMPLOYEE RETENTION

All police agencies will face a shortage of applicants for police positions in the near future, as the labor pool shrinks; it will be even more critical in the future to reduce the loss of good personnel. The costs of replacing employees who leave also support the need to retain current employees.

A good to approach this issue is to develop a Retention Plan – a series of specific actions aimed at decreasing turnover and increasing the likelihood that current employees will stay. A good retention plan addresses two aspects of the workplace: quantitative and qualitative. The quantitative strategies include a competitive compensation package of salary and benefits, and innovative compensation strategies, everything from signing bonuses to sabbaticals. The qualitative aspects include work/life balance with a focus on workplace climate factors. In addition, there are some strategies that touch on both quantitative and qualitative aspects of the workplace.

To successfully retain current and future employees, the Police Department needs to develop a retention plan that includes the following components:

- Competitive compensation package
- Innovative compensation strategies
- Opportunities for a variety of work
- Managing workplace climate
- Professional development plan and opportunities

PROPERTY/EVIDENCE

The Police Department currently has three separate locations for the storage of items of property or evidence that are seized by the police department; two of the areas are located outside the Police Department building. The facilities for receiving and processing incoming evidence are inadequate. All items received into evidence are tracked using paper files. This result is that the property/evidence function is not

managed efficiently, items of property/evidence are not disposed of in a timely manner, space is not utilized in the most efficient manner, and the Police Department is rapidly running out of storage space.

To remedy this situation the Police Department needs to examine ways to increase the efficient use of their current storage space, evaluate automation of the evidence tracking function, revise their policies on the seizure of property and evidence and provide training to their officers, and develop procedures for timely disposal of items seized. These efforts will provide a short term solution, but a well designed evidence facility is the only way to address longer term needs and attain all potential operating efficiencies.

MUTUAL AID RESPONSES

No entity can staff their police department with enough officers to handle every incident within the jurisdiction. Police agencies use mutual aid as a way to share resources to handle those unique situations that require more resources than a single agency has available. The belief is that the sharing of resources will balance out in the long run; an agency will provide as many responses as it receives under mutual aid.

There are two challenges in examining mutual aid responses for the Tigard Police Department: defining a mutual aid response and obtaining accurate data on those responses. For purposes of this examination, a mutual aid response was defined as "a response by a police agency into the primary jurisdiction of another police agency, when requested to assist on a police related issue."

Tigard Police Officers respond as mutual aid to about the same number of incidents outside the City as outside agencies respond to in the City of Tigard. However, when looking at the actual number of officers who respond, Tigard Police Officers provide more responses to King City and Tualatin than those two agencies provide to Tigard.

Tigard Police Officers respond to about one out of every 28 incidents in the Bull Mountain area, and are subsidizing Sheriff's Office services to the area. In comparison, Sheriff's Deputies respond to about one out of every 120 incidents in the City of Tigard.

Employee Retention

Retention of qualified employees is a challenge for police organizations at this time, and retention will become even more challenging in the immediate future. The number of people in the 21 to 45 age bracket, the primary ages for police recruitment, is decreasing. Agencies must compete for fewer qualified applicants, making retention of their current employees even more crucial.

This section will address issues and findings with respect to retention of sworn police department employees, and will briefly discuss the history of turnover at the Police Department, why retention is a timely issue to be addressed, and identify some quantitative and qualitative retention strategies.

POLICE DEPARTMENT RETENTION HISTORY

Tigard Police Department has not experienced a significant turnover in police employees over the past few years. In the past 2 ½ years (fiscal 2004/05 through the first half of 2006/07) the Police Department has only eight (8) voluntary departures including one retirement, from the sworn officer ranks. With a force of 65 sworn, that equals a voluntary turnover rate of about 5%, which is below the national average of 7% for similar sized departments as reported in a 2002 study.

TURNOVER COSTS

However, any turnover has significant costs. First, losing a police employee requires the Department to recruit a replacement. As mentioned earlier, the pool of potentially qualified applicants is shrinking which will make recruiting qualified applicants an increasingly difficult task.

Second, and even more important to the Police Department and the City, are the costs associated with loss and replacement of the police employee. Consider the training costs alone. It takes approximately eight months of training, including orientation, Academy and on-the-job training (Field Training), and during this time the officer in training is being paid their salary and benefits which amounts to approximately $5,000 per month. In addition to training costs, there are costs associated with recruitment and

screening of applicants, time required of current employees to train the new employee, in addition to loss of productivity of both the trainee and the trainer. There have been estimates that costs associated with the loss of a current police employee can run $75,000 to $100,000.

Third, the Police Department is not large enough to be able to "absorb" the loss of even one police employee. If the Department is not at full staff, Department administrators face a choice: use overtime funds to "backfill" for the vacant position or reduce services provided to the community. Most of the time the choice is a slight reduction in services and other Department personnel take on additional workload – sometimes on overtime and other times as part of their regular work shift. However, one of the problems with police vacancies is that the Department must "backfill" not only while the position is vacant waiting to be filled, but also while the new officer is in training (about eight months).

These economic reasons make retention of existing employees critical. But there is an often overlooked aspect of retention – the impact on the other employees. As mentioned, when there is a vacancy the other Department employees must take on additional work either on overtime or as part of their regular work shift. This additional work is a source of additional stress, and as a result agencies will often experience loss of personnel in "groups."

EMPLOYEE RETENTION STRATEGIES

The need to retain good employees is a common theme in business, management and human resources literature today. Every sector of the workplace is facing the same dilemma, and everyone realized they are recruiting from the same shrinking pool. Retention of workers is now a topic being discussed not only in human relations publications, but in public sector personnel and police publications. The research on factors associated with retention is all relatively new – five to six years old, but a number of the findings parallel the results of research on employee motivation (most of which is less than fifteen years old).

There appears to be two aspects to employee retention strategies, which, for simplicity, can be divided into quantitative and qualitative aspects of the workplace.

QUANTITATIVE ASPECTS OF THE WORKPLACE

WAGES/SALARIES

The quantitative aspects of retention primarily are addressed through salary and benefits. There is significant information from the private sector that employees are leaving one employer for another based on the compensation package they can receive.

In today's environment compensation usually is not the reason a police officer leaves one agency for another, with the exception of officers leaving smaller agencies to work for a larger agency. For example, agencies in the Portland metropolitan area all have similar compensation plans, in recognition that they are all recruiting from the same labor pool. A police department in the metropolitan area must maintain a competitive compensation package for the area, or officers may take advantage of the opportunity to go to another police agency where they can make more money and not even have to change residences.

Officers know what other agencies are offering in their compensation packages, and if one agency offers something unique or different (for example bonus pay for staying with the agency) most officers in the area will be aware of the difference between what their agency offers and what they could earn at the other agency. The key to retention is to be competitive in wages and benefits.

BENEFIT PACKAGES

That said there are other compensation related factors that can play into retention efforts. The general category of employee benefits can have an impact on employee retention. For example, when California started offering what they called "3% at 50" retirement (3% of the officer's final salary for every year of service at age 50), agencies who did not offer the "3% at 50" plan found themselves losing officers to the agencies who did. Maintaining competitiveness in the "standard" employee benefits is crucial to retaining police employees.

INNOVATIVE COMPENSATION EFFORTS

At this time, many police agencies are looking at other innovative ways to recruit and retain police employees because of the tight labor market. Agencies are starting to offer "recruitment" and "retention" bonuses; these plans are usually structured in the form of monetary incentives that an officer gets after they complete their field training or after they complete a certain number of years with the police department. Another interesting recruitment effort that is being considered or has been adopted is paying current officers who recruit successful candidates to their department; once the person they recruited successfully completes their field training the officer who recruited them receives a monetary "reward."

The private sector has long used these and other reward systems in an effort to keep employees. Sabbaticals have long been used in education and in some businesses. Intel, for example, has a sabbatical program which is designed to give their employees a "break" from work at a time when it is common for employees to suffer "burnout." During this time they are to stay completely away from their jobs; it is intended to be a complete break from their job tasks. Intel has found this an important tool in retaining good employees for a number of reasons. First, employees who start to tire of their jobs will stay in order to earn their sabbatical. Second, when employees return from their sabbatical they are "renewed" and tend to be more motivated and happy with their jobs; this is true even with the employees who are tired of their jobs and were thinking about a change before they went on their sabbatical. Third, some employees do something with no connection to their jobs and they sometimes develop new skills and knowledge.

The timing and length of sabbaticals varies by employer. For example, employees at Intel are given eight (8) weeks off with pay every seven (7) years. Triquent (another high tech employer in the area) gives employees five (5) weeks off with pay every five (5) years.

OPPORTUNITIES – WORK VARIETY

There are a couple other aspects of the work environment that are both quantitative and qualitative in nature. The opportunity to work in a variety of assignment is one. Work as a patrol officer can be varied and constantly changing, but responding to calls and shift work can create a different kind of boredom and stress. To counter this tendency, it is

important for an officer to have the opportunity to change their work environment and do something different for an extended period of time. Having a variety of assignments, opportunities to do different things, available to the officers can be another retention tool.

Tigard Police Department currently has six (6) detective positions, four (4) of which are permanent assignments and two (2) of which are rotated. Permanent assignments allow those individuals to develop expertise in their field, but they significantly reduce the opportunities for all other members of the Department. Officers looking for opportunities to experience a variety of work will seek organizations where those opportunities exist.

Currently, Tigard Police Department staffs a number of assignments that provide opportunity for officers, including traffic, school resource officer, drug, and transit assignments. These assignments provide crucial opportunities for officers to experience a wide variety of police work. Canine and gang assignments are the only significant ones that the Police Department currently does not offer, and with the addition of these assignments Tigard would provide opportunities similar to all but the largest police agencies in the state.

One caveat needs to be added: these assignments cannot be created at the expense of patrol staffing, as the majority of officers will still be assigned to patrol functions. If patrol is short staffed, officers will seek opportunities where they perceive workload and safety not to be issues and will pursue opportunities at other agencies.

QUALITATIVE ASPECTS OF THE WORKPLACE

As mentioned earlier, opportunities within the department can have both a quantitative and qualitative aspect. However, there are some aspects of perceived workplace quality, beyond just opportunities, that have been demonstrated as critical to retention of workers.

WORK/LIFE BALANCE

Many of today's workers are acutely aware of the need to balance work and life outside work. The Police Department has seen this issue arise in some of the voluntary departures in the past couple years. Of the eight (8) officers who have voluntarily separated from the Police Department, four have gone to work for smaller agencies.

The majority of these people have indicated that their decision was based on quality of life issues. For some of these people, the Police Department can have little impact on their decision (for example the desire not to commute 20+ miles each way to work). However, there are some other aspects of the workplace that can have quality of life impacts.

Organizational climate is a relatively new concept that reflects the worker's perception of events that occur in the workplace; these events may be a reflection of the organizational culture – the shared values, common assumptions, and patterns of beliefs held by organization members. Events in the workplace are interpreted and given meaning by the individual. Perceptions or interpretations of events may or may not reflect the actual events, but the meaning given to the events by the employee is real to them.

Some elements of organizational climate that have been linked to worker satisfaction and thus retention are:

- Employee welfare – the organization values and cares for employees
- Participation – employees have considerable influence over decision-making
- Emphasis on training – a concern with developing employee skills
- Supervisory support – the extent to which employees experience support and understanding from their immediate supervisor
- Flexibility – an orientation toward change
- Innovation – the extent of encouragement and support for new ideas and innovative approaches
- Clarity of organizational goals – a concern with clearly defining the goals of the organization
- Communication – the free sharing of information throughout the organization
- Integration – the extent of interdepartmental trust and cooperation
- Reflexivity – a concern for reviewing and reflecting on objectives, strategies, and work process in order to adapt to the wider environment

One thing that the concept of organizational climate adds to our understanding is that it is not necessarily the objective event but the subjective interpretation of that event by the worker that comprises the organizational climate.

An example from Tigard will illustrate this. A number of current and former employees mentioned the leaky roof at the Police Department, and the comment that an officer came to work and his gun in his locker was full of water (or had water in it). The

meaning attached to this event was significant (police officers consider their firearm essential to their personal survival), and some believed this event was an indication that the city did not value their (the officers') personal safety. The perception of the "employee welfare" aspect of the organizational climate was that the city did not care about their welfare. Others did not attach the same meaning to the event; they expressed the opinion that the building has its flaws, but it is still better than many other police facilities.

Although everyone may have a different interpretation of events, most police officers tend to have a similar "world view" and, as a result, tend to attach similar meaning to specific events. For example, one of the issues raised during conversations with Department personnel was the use of high mileage vehicles as primary patrol units. Again officers view their vehicles, like their firearms, as critical to their safety. When patrol cars get old and accumulate significant mileage the wear and tear of patrol use increases down time and generally make the cars feel less safe. Again the interpretation of this event was that the City and Department did not value their safety.

The challenge for the City and the Department is managing organizational climate as it is a critical piece in creating the quality work environment that will increase employee retention. The key to this is two way communication – ensuring that the officers know what is going on and why, and ensuring that the City and Department administrators know the officers' perception of the organizational climate.

MANAGING ORGANIZATIONAL CLIMATE AND CULTURE

Efforts to manage organizational climate will be an important piece of a retention plan. The majority of the people working for the Police Department have only been exposed to Tigard Police Department culture. They base their perceptions of events within the workplace on their past experience and what they hear from others – which may or may not be accurate.

One of the challenges for the leadership of the Police Department is to ensure that the appropriate messages get delivered within the Department. This is always a challenge, but it poses a particular challenge for Chief Dickinson and the Department's top administrators: the top three people in the Department all came from larger

organizations. Occasionally they are seen as trying to impose the culture from a larger organization on the Police Department, which is still a relatively small organization. Being from a large police organization has its advantages and disadvantages; people in large organizations usually have the opportunity to experience a greater variety of events and challenges through their career, but large organizations have to develop more rigid rules and procedures in order to guide the sheer number of people in the organization.

Police administrators from larger organizations often have the ability to anticipate issues before they arise, as they or their organization have already experienced them. They can make changes or implement processes to avoid the potential problems. Unfortunately all police officers resist any change, so sometimes needed changes are seen as "imposing" the culture from the larger organization onto Tigard Police Department.

Chief Dickinson and the management at the Police Department are seen as open and available. They regularly meet on an informal basis with members of the Department. They are not seen as "out of touch" as is a common assertion by patrol officers.

However, the City and the Police Department need to be aware of the critical role that organizational climate can play in retention of personnel, and do what they can to manage the culture.

SUCCESSION PLANNING

The opportunity for advancement is also a reason for people to stay with an organization. Not all police officers want to advance in rank, but many do. If the Department has an identified "succession plan" then Department members can see what opportunities are projected and what they need to do to prepare for advancement.

A good succession plan will identify the potential loss of personnel for a specified period of time, ideally five years. The projection will also identify any planned new positions and identify the rank or specialty position for all potential vacancies. These vacancies become opportunities for advancement for interested personnel.

Once the potential opportunities are identified, the Department should have identified the knowledge, skills and abilities required for the position. The succession plan then sets forth ways that interested persons can acquire the necessary knowledge, skills and abilities, and may include:

- On the job activities and organizational experiences that the individual can participate in;
- Education and training made available through the Department usually on work time;
- Recommended outside educational courses;
- Professional activities; and
- Community activities.

Interested personnel can use the succession plan as a "roadmap" to prepare themselves for their desired position.

In addition, interested Department members should make their promotional interests known to their supervisor and the Training Officer. One way this can be done is by completing a professional development plan as part of an individual's regular performance evaluation.

Supervisors and the Training Officer can ensure that each individual knows what they should do to prepare for the promotion and ensure the individual is aware of opportunities to improve their knowledge, skills and abilities.

This same approach can be applied to the various special assignment opportunities mentioned earlier. Employees who desire the opportunity to work in special assignments should know what they can do to prepare themselves, to better compete for and better perform in the variety of special assignments available in the Department.

The Police Department is already doing many of these things on an informal, ad hoc basis. They have looked at longer term staffing needs and are facilitating the development of Department personnel.

RECOMMENDATION

Retaining good employees is important now, and will become even more important in the future as the labor pool shrinks. Tigard Police Department has some of the elements

of a good retention plan already in place or in progress. However, given the tight labor environment that is projected in the coming years, now is a very good time to develop and implement a comprehensive employee retention plan.

This report and recommendations will provide a place to start in developing a retention plan, but many of the components of a good retention plan have contractual, policy, funding, political, and/or operational impacts. The actual retention plan and implementation strategy will need to be developed by the Police Department; some elements may require action by City Council.

A good retention plan will include efforts to address the quantitative and qualitative aspects of the workplace. For the quantitative aspects of the workplace, the Police Department retention plan should include at least the following components:

- Compensation – the Police Department must provide a competitive compensation package (salaries and benefits) in order to attract and retain qualified people. The market for police officers in the Portland metropolitan area is competitive, with a number of agencies adopting or considering different strategies to remain competitive. Retaining officers with special skills will an even greater challenge in the future, and where possible the Police Department must be competitive in the market for people with those skills. A competitive compensation package must be part of a comprehensive employee retention strategy.

- Innovative compensation strategies – the Police Department needs to consider innovative compensation strategies. As mentioned there are a number of strategies that have been considered or adopted to address tight labor markets, and the Department should look for the most effective strategies (recognizing that not every strategy will work for every market). Cost effectiveness must be a consideration in evaluating these innovative strategies, keeping in mind that the cost to replace an experienced officer can easily reach $75,000 to $100,000. This means that from a strict cost/benefit analysis most strategies could be justified; the key is to adopt the most effective strategy or strategies.

- Opportunities for a variety of work – the Police Department currently has opportunities for officers to work in detectives, traffic, school resource officer, transit enforcement, and drug investigations. The Department is considering adding canine and gang assignments. Performing a variety of job tasks or functions enhances job satisfaction which can improve retention; having the variety of assignments available is an important component of a retention plan. However, the opportunity to work in these assignments must truly be available; having someone permanently assigned to the position will not enhance the potential for job satisfaction. There is a delicate balance between having enough special assignment positions available and having

adequate number of officers assigned to patrol so the patrol officers do not feel they are less important than the special assignments; this must be a consideration when establishing and staffing special assignments. Directives governing the availability of assignments, desired qualifications for people seeking the assignments, how people are selected to fill assignments, and the priority for filling assignments will enhance the impact of special assignments on job satisfaction.

A retention plan must also address what the Department does to address issues associated with the qualitative aspects of the workplace. One of the underlying concerns of employees is the work/life balance, and this should be recognized in the retention plan. Elements of a retention plan to address qualitative aspects of the workplace include:

- Human factor efforts – Scientific management did much to devalue the employee as a person, but starting with the Hawthorne experiments of the late 1920's the importance of recognizing employees as people has shown to be critical in job satisfaction, workplace motivation, and now employee retention. Creating the organizational climate that values employees as people, allows them to participate, adequately trains them, and provides appropriate supervisory support, is a key to retaining good employees. Chief Dickinson recognizes the importance of this factor, and the Police Department has taken some significant steps in this area. The retention plan should include recognition of the importance of the organizational climate and identify what will be done to continue to address this issue.

- Professional development – Training is an important piece of the work climate, but it is also critical to succession planning. However, professional development is more than just training; it is facilitating the development of workers so they are prepared to take on the challenges of new positions – whether assignments or promotions. As part of a retention plan the Department should formalize a succession plan which identifies the experience, training, outside educational opportunities, professional and community level activities that will help prepare an individual for the various assignments and promotional opportunities within the Department. A well developed succession plan provides a "roadmap" that a person can use to prepare themselves for the next step in their careers. Part of succession planning is also working with the individual, often as part of a regular performance evaluation, to facilitate their career planning. Members of the Department will feel they have more of a future with the City with this longer term perspective.

Adopting a formal retention plan serves many of the same purposes that developing written directive system does: they both help people in an organization act and think in similar ways. And like directives, a retention plan must be dynamic and change as the

environment and parameters that influenced development of the plan change. A
retention plan must be regularly reviewed to ensure its continued viability.

Property/Evidence

The Tigard Police Department has a total compliment of 80 personnel including 65 of which are sworn officers. The evidence function has two non-sworn full-time-employees assigned to it. The function is supervised by Laurie Garrison who also supervises the Records Section. The evidence function is staffed between the hours of 7:00AM to 3:30PM, Monday through Friday.

The report will address issues and findings of the Property/Evidence Section in four distinct areas to include physical facility, automation and records keeping, policy on evidentiary procedures, and disposal. Recommendations to address issues will be made at the conclusion of this report.

FACILITY

Due to a shortage of physical space, as well as an abundance of property/evidence, the department utilizes two rented off-site storage lockers in addition to the facilities they have within the police department itself.

The Property/Evidence Section has three separate rooms within the police department, all located adjacent to each other. The evidence processing room is an 8' X 10' area containing counter areas, temporary holding lockers, a small refrigeration unit, and evidence processing supplies. The area is cramped and does not afford adequate space for officers to properly handle, mark, and store their evidentiary and property items. This area should be at least 50% larger than it currently is.

The temporary storage lockers are metal school type lockers that were once used as pass-through to the Evidence Section office, i.e. officers secure their evidence by placing it in a locker on the Processing Room side and padlocking the locker door and the evidence is retrieved into the Evidence Section office the following day by opening secured locker doors on that side of the wall. The pass-through system has been abandoned by the Evidence Section because the office area is just too small to receive articles into it. A solid wall has now been placed on the backside of the evidence lockers and the Evidence Technicians must retrieve stored items by opening the lockers in the Processing Room.

The refrigeration unit in the Processing Room is a compact unit mounted on top of a counter and secured to it with bolts. Within the refrigerator are five independent locking safes for the secure storing of evidence by multiple officers thereby protecting the evidentiary chain of custody. Once evidence is locked within one of the safes, the key to that independent safe unit is placed in an envelope and submitted into evidence to be subsequently retrieved by Evidence Technicians. Because of the usual evidence placed in this refrigerator, e.g. body fluids, the unit is appropriately marked with Bio-Hazard labels meeting OSHA requirements.

The Evidence Section office is a small 6' X 8' room housing the desks of two Evidence Technicians and evidentiary records for the past four years. Case records older than four years are stored elsewhere because there is inadequate space. This space is also inadequate as a comfortable work area due to its limited size and the equipment and records that must be kept in this area. Depending on how the department desires to handle and store evidence in the future, this office space should be at least twice its present size.

The main evidence storage room is across the hall from the Evidence Processing Room and the Property/Evidence Office. The room is 13' X 15" with a ten foot ceiling. The room has a suspended ceiling, but the areas above the ceiling have been walled off to deny unauthorized access into this area. The room also has a coded door alarm and two motion sensor alarms within. Access is restricted to the two Evidence Technicians and their supervisor. Any other person beyond these three that must enter the room for any reason is recorded on a log to include date, time, and reason for entering.

The Evidence Room houses five rolling-wall storage units, a standard sized refrigerator, and a large wall-mounted locking cabinet. The locking cabinet is used to store controlled substances, money, and other items of significant value. The rolling-wall units are full height and all were filled to capacity. In the back of the room was a rack for storing long-guns. The weapons were not otherwise secured except being within the Evidence Room. Handguns are placed in evidence boxes intended for that purpose and stored on shelves and not otherwise secured. The refrigerator was located in the rear corner of the room and appears adequate in size for its purpose and the size of the agency.

In addition to the intended storage shelves and lockers in the Evidence Room, there was a tremendous amount of other evidentiary items stored on the floor making it difficult to move through the room and impossible to reach the refrigeration unit without moving a substantial number of items. The storage of these items on the floor creates a physical hazard for the employees and may be in violation of OSHA standards.

Off-site evidence storage is located at a public mini-warehouse storage facility within several blocks of the police department. The department rents two adjacent storage units in this facility. Each of the units contains 940 square feet of space for a total area of 1,880sq.ft. These units have two entry points; one is a typical entry door and the other a large overhead door. Each unit has a walled off entry room that is accessible to the officers for storing large items that can not be otherwise stored at the main evidence room. One of the rooms has 3 large individual lockers and the other room is used only for as a repository for large, non-evidentiary items such as found bicycles. There are a couple of storage shelves in these rooms, but woefully insufficient for the quantity of items being kept there. The floor was almost completely occupied with items of property/evidence which again may present a physical hazard to employees transiting through the area as well as a potential OSHA violation.

The large overhead door entries are restricted to access by Evidence Technicians only. Each of the units is alarmed with motion sensors.

These storage units are used to house large items of evidence or property, property that is pending disposal and evidence/property that is more than four years old. They also house evidence archive records.

Even though alarmed, storage of evidence and property outside the physical control of the police department poses a significant temptation to criminals. The potential for theft or damage to evidence critical to criminal cases such as homicides is elevated as well as the simple compromise to the chain of custody even if an intruder were apprehended on-site. However, because the units are unmarked as well as otherwise unidentifiable, there has never been an attempted intrusion into these lockers.

One of the storage units has been in use since December 1, 1994 and the second one since February 1, 2002. Including the rental fees, alarm monitoring charges, and limited shelving that has been placed in them, I was provided with an estimated off-site storage

cost of $244,500 since the first unit was used in 1994. This expense, albeit immense, was necessary due to the inadequacy and inefficiency of the main facilities space.

Larger items of property or evidence, vehicles for example, are also stored off-site in a locked fenced compound adjacent to a Public Works building several blocks from the police department. While not a perfect solution, it is common practice with most police departments to store these items in this manner.

Evidence from major crime scenes is seized by members of the Washington County Major Crimes Team and transported to the Washington County Sheriff's Office for initial storage and processing. Once the evidence has been processed, it is returned to the parent agency of the jurisdiction where the crime event occurred, Tigard Police Department in this case.

Conclusions relative to the facilities for the storage of property and evidence is that there is insufficient space for the items on-hand as well as the projected influx of new items. Evidence Specialists report the average annual intake of items is approximately 11,000 to 12,000 pieces and the average annual disposal is approximately 5,000. The ratio of intake to disposal is an escalating conundrum. The Tigard Police Department is going to require a <u>substantial</u> increase in storage space for the Property/Evidence Section. To calculate the growth figure, use the formula (1 + (1 - r)) raised to the power of the number of years where r is the percentage disposed per year. Any modifications suggested in this report are temporary at best and serve only as a stop-gap which may gain another one to two years of operation in the current space.

AUTOMATION AND RECORD KEEPING

The Tigard Police Department utilizes an Access data base program developed in-house about 12 years ago. Any item for 1995 and earlier has not been logged into the data base. All articles of property and evidence coming into the possession of the department are logged into this system. During the early 1990's the department reportedly used bar coding for the labeling and tracking of items, but the system became dysfunctional and has not been used in many years and has not been replaced.

The Access data base program used by the Property/Evidence Section is completely stand-alone. It is not integrated in any way with the main records system of the

department which contracts with the Portland Police Bureau for those services. In essence, there is no capability for the evidence system to cross reference items being input into the main records system and no way for the main records system to cross reference items which have been placed in the custody of the Property/Evidence Section.

In addition to logging of all items into the data base program, Evidence Specialists also keep hard-copy records of all items including notations on the receipt, movement, and disposal of each. Due to the volume of items retained in the Property Evidence Section, only four years of hard-copy records are maintained in their office. The remainder of the hard-copy evidence/property forms for earlier years is stored in the department's Records Section. While the Records Section is not inaccessible for the retrieval of older records, it poses a time inconvenience to the Evidence Specialists to go elsewhere to retrieve their records and also places the records of items in their possession outside of their control.

When asked for the types of reports that could be generated from the data base, the Evidence Specialists stated the system generally did not create reports, i.e. the data goes into the system but nothing is usefully retrievable.

Until very recently, police agencies used manual systems of tracking of evidence because that was all that was available. The entire world is becoming increasingly automated because it affords greater efficiencies and improved accuracy. The evidence function is of such a critical nature to the operation and success of a law enforcement agency that an automated evidence tracking system is essential for any 21st century police department.

There are countless software programs available on the commercial market specifically designed to manage police evidence systems. The information captured on the property/evidence report will later determine the kinds of reports and other functions the system will provide. After review of the Property/Evidence Form used by the department, it appears all information necessary for a proper and searchable data base are being collected. The only current shortcoming is the department's inability to use that data for the management of the section. The Conclusions and Recommendations portion of this report will provide detail for what an automated program should provide.

POLICY AND TRAINING

The Tigard Police Department recently adopted new policies in concert with Lexipol, a California based company specializing in the development and continuing maintenance of police policies and policy training. The policies cite authority under Oregon Revised Statutes for the timely disposal of evidence and are an excellent source for an efficient property/evidence process.

Even though the policies are lawfully specific to Oregon Revised Statutes, the actual practices within the department are varied in relation to how digital photos and videos are handled. Patrol submits dash-cam videos and digital photos from the field in one manner and detectives handle photographs a different way. The inconsistency in how similar items of evidence are processed and retained on occasion creates confusion and potential defense claims to the validity of the evidence. If videos and digital photos were downloaded to a common server with "view only" capabilities, it would do a great deal to eliminate some of the storage problems for the evidence section, reduce possible claims of tampering, create agency-wide consistency, and make the information available to all personnel for investigative purposes.

The difficulty observed while touring the facilities and interviewing staff is that the burden of property and evidence currently in the possession of the agency is so overwhelming as to impede efficient processing and purging of items. Even though the policies are more than satisfactory to allow control of the items received by the agency, the policies are not being adhered to due to lack of resources to get the system or process in compliance. The excess is largely attributable to three factors. The first is the lack of automation for tracking and disposal purposes mentioned earlier.

The second is an apparent in-house custom of what items can or should be taken for storage at the police property/evidence function. The customary practice is apparently to accept and submit almost everything as a cautionary routine in the event it might be needed. While this tradition among field officers is not unusual because that is the way they are trained in the Academy, it is not realistic – the practice creates an exponentially increasing and unnecessary burden on the property/evidence function. A recent example observed during the tour was a dilapidated baby stroller having no intrinsic

value that was submitted as found property. The stroller's condition was such that it could not be used and could not be sold at auction, yet it was receipted and submitted to the property/evidence function that then has to complete all of the paperwork and follow state law for its disposal.

The third is also an in-house custom within the Property/Evidence Section itself. State laws dictate the retention periods for different types of evidence and those laws are cited in the department's policies. An example of retaining unnecessary items through the practices of the Property/Evidence Section is that all items submitted in cases of natural deaths or suicides are permanently retained. Evidence in murder cases has such a retention schedule, but natural deaths and suicides, once reviewed by the District Attorney and declared to be a non-criminal event, no longer hold any evidentiary value and should be disposed of according to law.

The supervisor and one Property/Evidence Specialist have received some training on how to manage this section. The training is now dated and none have had the opportunity to have refresher training or be introduced to new ideas, new technologies, or changes in legal processes. This training would greatly enhance their ability to fully understand the nuances of their jobs and more aggressively pursue the management of their responsibilities.

Beyond the initial training of sworn officers at the Basic Police Academy, the department should provide in-service training on the proper recognition of usable criminal evidence as well as what forms of other property should be accepted by the department. Coupled with on-going training, supervisors should constantly review property/evidence forms submitted by officers to ensure only those items necessary to criminal cases or other items of valued are seized or accepted by the department.

PROPERTY/EVIDENCE DISPOSAL

Property and evidence disposal of items not considered as contraband, unlawful to possess, or be a weapon are processed through Zakual-Beal Auction. The auction company picks up items to be sold through their company on an average of quarterly. From these auctions, the City of Tigard receives approximately $600 in revenue annually. The amount is inconsequential for even small communities.

Weapons are destroyed by being torch cut at Columbia Cast Steel. The service of having the weapons destroyed in this manner does not cost the city any funds. The company doing the destruction is able to retain the metal from the destroyed weapons as a form of remuneration. Prior to being taken for destruction, Property/Evidence Specialists must remove all non-metal substances so as to not contaminate the metal salvage operation.

Items with no value, the damaged baby stroller mentioned earlier for example, are discarded with the trash.

CONCLUSIONS AND RECOMMENDATIONS

There needs to be stated a couple of truisms regarding the property/evidence function that should be considered by the Chief in making decisions on how to proceed from this point. First, less than 3% of evidence is used in prosecution of criminal cases. In a survey of hundreds of agencies nationwide less than 3% of evidence ever leaves the evidence locker for examination or submission to court. In this same survey only one in four evidence custodians had ever seen the chain of custody challenged in court or had ever been asked to provide actual signatures in chain of custody challenges. However, that does not minimize the importance of the proper handling and storage of evidence.

A second truism is the reality of growth, especially under the current processes. The actual number of items in the possession of the Tigard Police Department property/evidence function at this time is unknown – there is currently no way to extract that information. Evidence Specialists do estimate, however, that 11,000 to 12,000 items are received in the section each year and approximately 5,000 are disposed of. Using the formula $(1 + (1 - r))$ and beginning with calendar year 2007, on January 1, 2008 the agency will have added at least 6,000 items, to what is in their possession already. By January 1, 2009 they will have 12,000 additional items that will need to be tracked and stored. The increase will continue and most likely become exacerbated by an increase in the size of the agency and the number of officers seizing property/evidence as well as the degradation of the system with the mounting number of items to track.

FACILITY

The problem for the Tigard Police Department is a combination of quantitative and qualitative facility space coupled with the philosophical and procedural collection and disposal of evidence/property. The existing physical space may be capable of some modifications which provide for short term relief. Those suggestions are elaborated below and should provide them some time while they plan for the significant additional space required to meet their longer term needs. Considering the time frames for planning, designing, identifying funding, and ultimate construction, a new facility will require about three to five years from conception to opening it for use. The time frame for decisions regarding a new facility is critical because of the compounding issues of growth and volume.

An estimate, predicated on experience with a number of evidence functions and audits, would be that at minimum 80% of the items currently in the possession of the Property/Evidence function at the Tigard Police Department could be disposed. A high end estimate would suggest over 90% of the items could be disposed. Disposal of these items will still not provide an adequate long-term solution, only a band-aid relief to allow for the planning-to-occupancy work to be done for an adequate facility.

The remaining items, even those requiring permanent retention such as homicides, might fit within the confines of the existing evidence storage rooms with a few caveats. The first caveat is that the existing space is minimally adequate and will not allow for future growth of the City or the department, i.e. the room would most likely be sufficient for a very short period of time. The second caveat is that the space allocated to the evidence function must be remodeled to accommodate more streamlined procedures as well as storage mechanisms for both temporary and longer term placement of items. The third caveat is that the personnel assigned to the property/evidence function must receive professional training on the operation and management of the section and be encouraged to participate in at least one professional trade organization of their peers.

The evidence processing room may be sufficient for a short period of time if that was all it was used for and the storage of evidence processing materials was better organized. An example would be to remove the temporary storage lockers from this room thereby affording more space for processing and storage.

The temporary storage lockers should be part of the main evidence room and installed on the wall immediately outside the room. The lockers should be securable, varied in sizes to accommodate different dimensions of evidence, easily accessible from within the evidence room, contain a refrigerated unit to protect temperature sensitive evidence, and contain a drop-slot for small articles of evidence such as envelopes. The rear of the temporary storage lockers should be caged with heavy mesh screen for security purposes, but to also allow for ease in checking the lockers for stored evidence without the necessity of having to open each one from inside. Appendix 1 contains photographs of this type of system are attached at the end of this report. Appendix 1 also has photographs depicting different methods of storing some of the more difficult items in evidence.

The main evidence room has rolling wall shelves for the storage of evidentiary items which is of tremendous benefit when storage space is at a premium. Items of intrinsic value and controlled substances are locked within a secured cabinet inside the evidence room for further protection which is as it should be. Firearms, both handguns and long guns, are stored in an open rack at the rear of the room. Firearms typically should have additional security similar to valuables and controlled substances. A technique as simple as running a lockable cable through the trigger housing to prevent them from unauthorized handling or movement, would be sufficient.

Any container, both individual evidence containers as well as larger storage units, containing any type of biological hazard materials should be clearly labeled on the exterior.

The solution to facility and space needs, albeit temporary and/or short term, is to thoroughly clean, purge, destroy, and dispose of all unnecessary items of property and evidence. This would also facilitate better organization of those items retained. Reaching the ultimate goal of having on-hand and retaining only those items necessary for the proper performance of the police department will take a significant and concerted effort by not only those personnel assigned to the property/evidence function, but the entire department. It may take up to a full year to properly process and dispose of the excess items, particularly while keeping a current disposal process for all new incoming items. The personnel in that section are going to need the support of the administration as well as adequate funding to bring it about. If the problem is not put as a high priority

for the entire department, the system may eventually fail due to the excessive volume of items.

Even while the purging is in progress, it is also highly recommended that the administration began planning for the inevitable growth of the City and the department which will place the property evidence system again in overload. We reemphasize that the recommendations contained in this report are temporary. Consideration must be given now to the long-term of the department's needs for space and storage.

AUTOMATION AND RECORD KEEPING

The necessity of an automated tracking system for the management of an evidence function is beyond question. It greatly enhances efficiency of the operation as well as the accuracy. Human errors of transposing numbers between property/evidence forms and evidence tags are inevitable. An automated system utilizing bar codes makes the error irrelevant in regard to losing evidence because the bar code will be on the evidence sheet as well as the evidence package and the system will always tell you where it is.

The program must be capable of doing the following:

1. Manage the physical location of all evidence items by checking them in or out of the evidence room or transferring them from one location to the next.

2. The system must use a bar coding program that self-generates two identical bar code labels for each item – one to be attached to the property/evidence sheet next to the item entry and the other to be attached to the individual piece of evidence.

3. It must provide a date, time, and specific person audit trail chain of custody record for each item logged into the system.

4. It must have an internal security program that protects the data from unauthorized access or tampering.

5. The program must be capable of importing and exporting information to and from more than one application or data source, either on demand or as a daily scheduled routine.

6. The program must be capable of complex searches of any one or combined sources of data fields. The query system should allow the user to define, categorize, save and/or run an unlimited number of simple and advanced

queries, including the ability to design queries that prompt the user to fill in specific values at run time.

7. Routine reports to Evidence Specialists for the daily management of the section should include:
   a. Inventory report
   b. Query report
   c. Audit report
   d. Files Out report
   e. Wait List report
   f. User report
   g. Document report
   h. Retention Code report
   i. Retention Review report

8. The system should have a hand-held scanner that can be synchronized with the CPU computer.

9. The software must be capable of managing electronic and digital evidence, such as downloads from digital cameras, and storing these items as evidence internally within the system. (Note: Currently all digital photos are transferred to CDs and then placed in evidence. The number of CDs is alone causing a tremendous storage issue. The requirement in this section would eliminate that issue.

10. Must be capable of self-generating reports to officers on a quarterly or semi-annual basis requesting disposal/retention instructions for each piece of evidence/property the officer has submitted and the item is still on hand.

This system must have a backup recorder that automatically backs up all data on a daily basis at a time when the system is not busy, preferably during the middle of the night. The backup records should be retained in another part of the police department outside of the evidence section in the event of a fire or other danger that would jeopardize the records.

POLICY AND TRAINING

The operating policies of the agency are very sufficient and require no modifications. The unwritten custom and practices of the organization relative to accepting items of property or the value of evidentiary items should be addressed with all sworn personnel through in-service training and close monitoring by supervisors while reviewing reports. Even though the customs and practices are not the primary cause of the current situation, they do contribute to it and even small modifications will make a significant difference in bringing the system to where it should be.

While there are numerous training opportunities relating to the management of evidence, one of the best we have found is provided by the International Association for Property and Evidence. This Association provides excellent training. In conjunction with the Oregon Association of Property & Evidence Officers, the IAPE will be conducting a two-day training in Portland on July 17 and 18. Title of the course is Property & Evidence Management Course for Law Enforcement Agencies.

This two-day course is designed for law enforcement personnel who are responsible for, or actively involved in, the operation, supervision or management of a Property and Evidence Unit. During the course, special attention is given to:

- Audits with special emphasis on record keeping, security practices, and preventing the loss of physical evidence;
- Legal guidelines and written directives designed to prevent liability claims and to enable effective response to lawsuits;
- Case studies of Property Room mismanagement with guidance on avoiding lost evidence, lawsuits, and agency embarrassment;
- Chain of custody Issues including documentation;
- Computerization and bar coding including selection of vendors, hardware, software;
- Facility design space requirements, creative storage solutions, and security issues;
- Policies and Procedures for all areas of property management, including sample policies and other handout material;
- Destruction, disposal, purging - the most critical procedures for limiting inventory;

It is highly recommended that all personnel working in or supervising the Evidence Section be sent to this training. It is also recommended these personnel, or at least a representative from this section, be encouraged to participate in the professional association for Evidence Specialists.

PROPERTY/EVIDENCE DISPOSAL

The first step in efficient property/evidence disposal would preferably be a blanket directive from the District Attorney's Office providing authority for disposal of items beyond the statute of limitations thereby reducing the time and effort of having to research case jackets and applying for authority for each item for each case. The current process is incredibly time and labor intensive. A legally expedited process would provide great dividends in reducing the volume of items to manageable levels.

Given that few District Attorneys will provide such a blanket directive, the next alternative is an agency authorized process to identify cases that have not been submitted to District Attorney because there are no suspects and the case has reached the statute of limitations. Cases with property/evidence meeting these criteria can be referred to the case officer for disposal authority.

One good alternative to dispose of large quantities of items at once is to transport them to an incineration unit where large quantities of items can be destroyed quickly. One facility, Cascade Steel, is located in Northeast McMinnville on Highway 99W. We were told of a number of local agencies utilizing this facility for the destruction of weapons, contraband, and controlled substances. This method would be less time intensive for the property/evidence personnel because all items to be destroyed are done so in one place and at one time. Weapons would not need to be dismantled which would also save time. The downside to using this facility is there is a per pound charge. The savings in time and labor will most likely outdistance any costs.

Another alternative would be to coordinate with other agencies in the area to pool auction items or simply to allow another agency who conducts their own auction to provide that service for a percentage of the revenue. Any direction the department takes will not have any adverse effect on revenues for the City because the amount now being realized is insignificant.

Property and evidence disposal is going to be the most critical task for the department to maintain a properly operating section. If nothing is done, it will grow worse. If it is contemporized and then allowed to relax again as it is now, the degradation of systems and quality will return. It must be an unending commitment.

SUGGESTED PROCESS FOR REDUCING VOLUME

1. Begin keeping all found property isolated from currently held items and new incoming evidence. Perhaps the dedication of one portion of the existing off-site storage units could be rearranged to help isolate these items from the remainder of older items held in the agency's custody. New items should receive constant attention to ensure these items are returned to the rightful owner if they can be identified or disposed of within 60 days.

2. Identify all homicide evidence that has a 75 year retention schedule and box it and store it in the most remote area of the evidence room. It is extremely unlikely that these materials will need to be accessed so they should not be consuming prime real estate within the property/evidence room.

3. Obtain a blanket disposal memorandum or directive from the District Attorney's office for the disposal of all items beyond the statute of limitation and immediately begin weeding those items from storage.

4. Organize evidentiary items by size and type of items rather than by specific case. Storing all items of one, or even several cases, in Bankers Boxes cross contaminates the evidence as well as wastes space. Consider easy storage solutions such as those shown in the attached photos.

5. Any cases having a suspect, viable leads or is pending prosecution, Property/Evidence Specialists should obtain authorization from the District Attorney prior to disposal. Property or evidence not meeting this criteria should be referred to the investigating case offers for disposal authorization once the statute of limitations has expired.

6. As soon as is financially possible, procure and implement the software and hardware of a good evidence tracking system that includes split bar coding and a hand-held downloadable bar code reader.

7. Also as soon as is financially possible, procure and install a new system of temporary evidence storage lockers similar in function and/or design to those in the attached photographs.

Mutual Aid Responses

A number of years ago police agencies recognized that they could not staff enough patrol officers to respond to every situation that they are called upon to handle. They looked to the fire response services who long ago had recognized the limitation of their resources and regularly make use of mutual aid to ensure they had adequate resources responding to an incident.

Mutual aid is the practice of "sharing' resources among various jurisdictions or agencies. When an incident occurs in one jurisdiction (say jurisdiction A) that requires more responders than are on duty in jurisdiction A, resources from other jurisdictions (say jurisdiction B) also respond to assist jurisdiction A. By assisting jurisdiction A, jurisdiction B expects the next time they need assistance jurisdiction A will respond and assist them. By sharing resources to handle the major incidents, neither jurisdiction will have to employ adequate staff to handle every situation – just the majority of the incidents. For those major or unique situations that require significant resources beyond what they may have immediately available on patrol, they can rely on assistance from their neighboring agencies. The practice of mutual aid is good management of public resources.

The only potential problem that could arise with the sharing of resources through a mutual aid arrangement is if one agency is receiving more responses than it gives. The result is the taxpayers in one jurisdiction subsidizing the services provided in the other jurisdiction.

The issue of mutual aid responses by Tigard Police Department arose during the recent Bull Mountain area annexation discussions. One of the concerns expressed was the provision of police services to Bull Mountain area residents, and there was some disagreement concerning the level of police services provided to the residents in the area.

MUTUAL AID RESPONSE DEFINED

In order to examine the issue of mutual aid, a definition for mutual aid responses was developed to specify what would be compared in this analysis. For purposes of this analysis a mutual aid response is defined as:

A mutual aid response is a response by a police agency into the primary jurisdiction of another police agency, when requested to assist on a police related issue.

INCIDENTS AND RESPONSES DEFINED

There are two aspects of mutual aid that need to be considered in this analysis. First is the actual number of incidents that an officer from one agency responds into the jurisdiction of another agency to assist on a police related matter. An **incident** is usually considered a single event. The event may involve a number of activities; for example an officer may respond to a traffic crash, then go to the hospital to interview one of the drivers, and then to the Police Department to complete the report. This would all be considered part of a single incident in the WCCCA CAD data base.

A single incident may have a number of emergency services resources that respond, and each of the resources becomes a **response** associated with the incident. There may be multiple responses associated with a single incident; in the WCCCA data analyzed for this report there was an incident that had 50 responses (or responding units) attached to it. However most incidents involving mutual aid have less than ten (10) responses (units) assigned to the incident. Only about 2% of all incidents examined had more than ten (10) responding units.

POLICE ACTIVITIES AND MUTUAL AID DATA SOURCE

In examining the mutual aid responses by agencies in Washington County, the best source for accurate data on incidents involving mutual aid responses would be contained in the Computer Aided Dispatch (CAD) system at Washington County Consolidated Communications Agency (WCCCA). WCCCA dispatches for all police agencies in Washington County, and information on responses to all incidents in Washington County is included in the data base. The WCCCA CAD data includes the location of the incident, the officers who responded, among other information; this information is captured by the communications personnel at WCCCA as the incident is handled.

The CAD data includes data on incidents that by their very nature could not involve mutual aid. For example, for a number of police activities documented as incidents in

the CAD system officers do not physically "go to" or "respond to" meaning they may not physically go to the location of the incident. For example, if someone calls WCCCA and asks an officer to return their phone call, that information becomes an incident in the CAD system. If someone calls 911 with information on a possible drunk driver and the information is broadcast to police units in the area that becomes an incident in the CAD system; the incident may have several police units assigned to it although none may actually physically go to the location of the incident. If all these type incidents are included in the analysis of responses, they would not accurately reflect true mutual aid responses.

In addition, some incidents are the result of actions initiated by officers in the field. For example, if an officer stopped a car for a traffic violation or stopped to check out a suspicious person, each of those becomes an incident in the CAD system. Incidents that are the result of officer initiated actions and not reported by a member of the public are identified with a code "S" in the source field, for self [officer] initiated within the CAD database. These type incidents also usually do not involve mutual aid as defined, but there are unique situations where an officer may initiate an activity that eventually requires a mutual aid response. Screening criteria were developed to identify the incidents in the CAD database that actually involved mutual aid as defined.

DATA SET FOR THIS ANALYSIS

To examine the mutual aid incidents and responses by outside agencies in the City of Tigard, the records of all incidents involving outside agencies in the City of Tigard were obtained from the WCCCA CAD data for the calendar years 2004, 2005 and 2006. To examine the mutual incidents and responses by the Tigard Police Department officers, the records of all incidents involving a Tigard Police officer outside the City of Tigard were obtained for the same three calendar years. This data was obtained using a SQL program written by Joe Schaffeld at WCCCA.

Since this data set included ALL incidents involving officers from other agencies in Tigard and likewise for Tigard officers outside the City of Tigard, the data set had to be screened to identify those incidents that actually involved mutual aid as defined. The complete WCCCA CAD data included between 2000 and 5000 incidents per year; when the screening criteria were applied to each data set, the data set for Tigard Police

responses outside the City of Tigard and the data set for outside agencies responding into the City of Tigard each contained about 1500 incidents which met the screening criteria for a mutual aid incident.

SCREENING DATA FOR MUTUAL AID INCIDENTS AND RESPONSES

To identify only actual mutual aid incidents and responses from data contained in the WCCCA CAD system the following steps were taken in order to get credible data that accurately reflects actual mutual aid responses:

For Tigard Police personnel responding to incidents outside the City of Tigard:

1. Eliminate any incident that did not have Tigard Police Personnel responding.

2. Eliminate any incident where location is in the City of Tigard

3. Eliminate incidents that are given out as information (no officer physically responds):
   - Area information (call type AREA)
   - Attempt to locate information (call type ATL)
   - Attempt to locate possible drunk driver (call type ATLD)
   - Attempt to locate reckless driver (ATLR)
   - Messages (call type MG)

4. Eliminate officer (self) initiated activities:
   - Area/vicinity check (call type AREACK)
   - Assist motorist (call type AM)
   - Assist person (call type AP)
   - Court/trial (call type COURT)
   - Follow up investigations (call type FOLLOW)
   - Hazards (call type HAZ)
   - Miscellaneous (call type MIS and MIS3)
   - Out of car with a person or vehicle (call type OUTWITH)
   - Extra patrol (call type PAT)
   - Restraining order – looks like just service (call type RO)
   - Security check (call type SECK)
   - Self Initiated activity (call type SELFINIT)
   - Subject stops (call type SUBJSTOP)
   - Suspicious activity (call type SUSP)
   - Suspicious persons (call type SPP)
   - Suspicious vehicles (call type SPV)
   - Traffic details (call type TRD)
   - Traffic – parking (call type TRP)
   - Training (call type TRNG)

- Abandoned vehicles (call type VA)
- Vehicle stops (call type VEHSTOP)
- Warrant attempts (call type WARRANT)

5.   Eliminate incidents that do not involve mutual aid as defined:
- Caller following drunk driver – eliminate as often assigned to multiple units from multiple agencies depending on location and direction of travel (call type DUI)
- Service of civil papers - done mostly by Sheriff's Office Civil Units so not mutual aid (call type CIVIL)
- Assist outside agency when self initiated and the incident had no outside agency unit involved (call type AO)
- Cover when self initiated and no other agency listed (call type COVER)
- Out at the jail (call type JAIL)

For police personnel from other agencies responding to incidents inside the City of Tigard:

1.   Eliminate any incident that did not have outside police agency resources assigned

2.   Eliminate any incident that did not occur in a Tigard Police reporting district (within the City of Tigard).

3.   Eliminate incidents that are given out as information (no officer physically responds):
- Area information (call type AREA)
- Attempt to locate information (call type ATL)
- Attempt to locate possible drunk driver (call type ATLD)
- Attempt to locate reckless driver (ATLR)
- Messages (call type MG)

4.   Eliminate officer (self) initiated activities:
- Area/vicinity check (call type AREACK)
- Assist person (call type AP)
- Assist motorist (call type AM)
- Court/trial (call type COURT)
- Evictions (call type EVIC)
- Follow up investigations (call type FOLLOW)
- Hazards (call type HAZ)
- Miscellaneous (call type MIS and MIS3)
- Out of car with a person or vehicle (call type OUTWITH)
- Extra patrol (call type PAT)
- Restraining Order (call type RO)

- Security check (call type SECK) – except multiple officer responses where it appears something started as security check and expanded into more serious incident
- Self Initiated activity (call type SELFINIT)
- Subject stops (call type SUBJSTOP)
- Suspicious activity (call type SUSP)
- Suspicious persons (call type SPP)
- Suspicious vehicles (call type SPV)
- Traffic details (call type TRD)
- Traffic – parking (call type TRP)
- Training (call type TRNG)
- Transports (call type TRNSPORT)
- Abandoned Vehicle (call type VA)
- Vehicle stops (call type VEHSTOP)
- Warrant attempts (call type WARRANT)

5. Eliminate incidents that do not involve mutual aid as defined:
- Caller following drunk driver – eliminate as often assigned to multiple units from multiple agencies depending on location and direction of travel (call type DUI)
- Service of civil papers - done mostly by Sheriff's Office Civil Units so not mutual aid (call type CIVIL)
- Assist outside agency when self initiated and no Tigard unit involved (call type AO)
- Cover when self initiated and no other agency listed (call type COVER)

It was found that the WCCCA CAD data includes a number of locations that did not have correct Command Area, Beat, and/or Reporting District coded with the incident. Those that could be identified and corrected were edited; those that could not be corrected were deleted from data analyzed for both Tigard officers responding outside the city and officers from other agencies responding into the City of Tigard.

There are a number of incidents that occurred on roads that form boundaries between two entities (for example Scholls Ferry Road forms a boundary between the City of Tigard and the City of Beaverton). Incidents which show incident location on the boundaries were not included in the data for analysis as it is impossible to determine from the incident data exactly which jurisdiction the incident occurred in, and often units from both agencies respond. Many times these incidents will be listed as occurring in a patrol beat in one jurisdiction, but have the officers responding listed from the other jurisdiction, making it impossible to determine if the response was a mutual aid or the location was coded incorrectly.

DATA ANALYSIS

The data meeting the criteria for a mutual aid response were then analyzed to look at the following questions:

> Does the City of Tigard Police Department respond to more mutual aid incidents outside the City than other agencies respond to in the City of Tigard?
>
> Does the City of Tigard Police Department provide more responses by officers to more mutual aid incidents outside the City of Tigard than officers from other agencies provide within the City of Tigard?
>
> If responses in the Bull Mountain area can be identified, does Tigard respond to a significant number of incidents in the Bull Mountain area?

The data on mutual aid responses was analyzed to answer these questions.

MUTUAL AID INCIDENTS

The first question concerning mutual aid response is "does the City of Tigard respond to more mutual aid incidents than it receives from others?" Data sets of Tigard Officers responding to incidents outside the City, and other agency officers responding to incidents in the City of Tigard, were analyzed for the three calendar years 2004, 2005, and 2006.

Overall the City of Tigard Police Department responded to about the same number of incidents involving mutual aid outside the City as outside agencies responded into the City of Tigard. Tigard Police Department responded as mutual aid to 1536 incidents outside the City of Tigard. Outside agencies responded as mutual aid to 1415 incidents in Tigard over the three year period. This includes all incidents fitting the criteria for mutual aid as defined above.

Another way to look at the balance of mutual aid incidents is to look at the primary officer assigned to an incident. The primary officer is the officer assigned responsibility for a particular incident. This is usually the officer who actually conducts the investigation and writes the initial report on the incident, although other officers may assist. In the vast majority of mutual aid responses (more than 85%) the primary officer is from the jurisdiction where the incident occurred.

Looking at the primary officer assigned provides a picture of how many incidents an officer from one agency may actually "handle" in another jurisdiction rather than just assist. The table below shows the agency of the primary officer assigned to an incident involving mutual aid.

	Beaverton	King City	Sherwood	Tualatin	WCSO
Into Tigard	63	43	8	53	88
Tigard to other jurisdiction	60	55	4	63	122

Again the balance of the primary officer on mutual aid incidents provided and received by Tigard is fairly equal, but some jurisdictions are clearly receiving more services than they are providing to Tigard.

The answer to the first question, whether the City of Tigard Police Department responds to more mutual aid incidents outside the City than other agencies respond to in the City of Tigard, is no with some qualifications.

<u>MUTUAL AID RESPONSES</u>

As mentioned earlier, looking at the number of incidents that involve mutual aid responses may give a different picture than looking at the actual number of responses, and the data bears this out.

To further examine the responses by police officers, the employing agency of the first ten (10) units assigned to each mutual aide incident were examined (only about 3% of all incidents had more than ten units assigned). The table below lists the total number of officers from each agency that provided mutual aid response to incidents in the City of Tigard, and the total number of Tigard Police Officers that responded to mutual aid incidents outside the City of Tigard.

	Beaverton	King City	Sherwood	Tualatin	WCSO
Into Tigard	454	197	109	390	774
Tigard to other jurisdiction	479	272	108	488	772

Again the balance of officers responding into Tigard and Tigard officers responding outside the City is fairly balanced with the exception of King City and Tualatin. Tigard officers provided 38% more responses to incidents in King City and 25% more responses to incidents in Tualatin, than officers from those jurisdictions responded to incidents in Tigard.

The answer to the whether the City of Tigard Police Department provides more responses by officers to mutual aid incidents outside the City of Tigard than officers from other agencies provide within the City of Tigard, is a qualified yes, primarily with respect to the jurisdictions of King City and Tualatin.

There is a fundamental question as to whether or not the response of a Sheriff's Deputy to an incident in the City of Tigard should be considered a "mutual aid" response. Property owners in the City of Tigard pay taxes which go into the Washington County General Fund which in turn funds a significant portion of Sheriff's Department operations, including the vast majority of the costs of patrol response by Sheriff's Deputies. The number of responses by Sheriff's Department Deputies into the City of Tigard is included in the data, but no discussion of whether those responses should be counted as "mutual aid" responses is included here.

MUTUAL AID TO THE BULL MOUNTAIN AREA

During the recent annexation and incorporation discussions regarding the Bull Mountain area, the question was raised concerning which police agency was responding to the incidents in the Bull Mountain area. The answer to this question is quite complex.

Incidents in the general area of Bull Mountain were identified using the reporting districts 31905 and 31906. These reporting districts approximate all the Bull Mountain area, but also include unincorporated areas around King City.

According to the data, the Tigard Police Department is not responding to a large percentage of all the incidents in the Bull Mountain area, but they are responding to a significant number. The total number of incidents in the Bull Mountain area for 2004, 2005, and 2006 was just under 5000 (this information was not part of the data base of incidents involving mutual aid responses and had to be obtained separately from the CAD database, but is believed to be comparable data). Tigard Police officers responded

as mutual aid to 178 incidents in the two reporting districts or about one of every 28 incidents (just under 4% of the incidents). Tigard Police officers were primary officers and handled nearly one out of every 100 of all the incidents in the Bull Mountain area. In total, Tigard Police officers provided 269 responses to incidents in the Bull Mountain area during the three years. For comparison, Sheriff's Deputies responded as mutual aid to about one out of every 120 incidents in the City of Tigard during the calendar year 2006.

The City of Tigard Police Department is providing a subsidy to the police services delivered to the Bull Mountain area. Bull Mountain area residents are receiving services that are being paid for by people in the City of Tigard; the estimated costs of the services provided is approximately $5,000 to $10,000 per calendar year.

POTENTIAL EXPLANATION FOR RESPONSE IMBALANCE

A potential explanation for the imbalance in responses between the Tigard Police Department and neighboring agencies lies in the policies and philosophies of the jurisdictions. Below is a table (from earlier work) that identifies characteristics of four service levels for patrol response to incidents. Mutual aid responses will between jurisdictions will be relatively equal only if each jurisdiction staffs their patrol functions to deliver the same or similar level of service.

For example, if jurisdiction "A" has determined that they desire to provide a high level of patrol response (Service Level I) they will staff their patrol force to ensure they can provide that level of service. If jurisdiction "B" has determined they want to deliver Service Level III, they will need to staff their patrol function with fewer resources in order to provide the lower level of service. Each jurisdiction will still rely on some mutual aid responses as neither will be staffed at a level to handle ALL incidents immediately when they occur. However, jurisdiction "B" will obviously rely on mutual aid responses far more frequently than jurisdiction "A" as "B" has staffed their patrol function to be able to respond to 50% of calls for service when they are received as compared to 95% for jurisdiction "A."

SERVICE: Response to calls for police services (incidents) from the community

Service Level I	Service Level II	Service Level III	Service Level IV
• Immediate response to high priority calls for service; • Average response time to high priority calls for service less than 4 minutes; • **Respond to at least 95% of calls immediately when they are received;** • No call for service is held more than 15 minutes unless requested by caller. • All calls for police service generate a police officer response.	• Immediate response to high priority calls for service; • Average response time to high priority calls for service less than 5 minutes; • **Respond to at least 75% of calls immediately when they are received;** • No call for service is held more than 30 minutes unless requested by caller. • Some calls for police service generate a phone or other not in person contact.	• Immediate response to high priority calls for service; • Average response time to high priority calls for service less than 10 minutes; • **Respond to at least 50% of calls immediately when they are received;** • No call for service is held more than 60 minutes unless requested by caller. • Eliminate response to all low priority calls for service.	• Response to high priority calls for service as resources are available; • Average response time to high priority calls for service less than 15 minutes; • **Respond to at least 25% of calls immediately when they are received;** • No call for service is held more than 60 minutes unless requested by caller. • Eliminate response to all low priority calls for service.

FUTURE MUTUAL AID ISSUES

There are policy and intergovernmental issues associated with mutual aid that are highlighted by this information. This analysis is the first look at mutual aid responses and the balance between those provided by and received by any jurisdiction.

Any examination of mutual aid responses in Washington County is limited by the data available in the CAD database at WCCCA, as mutual aid responses are not specifically identified in the database. If mutual aid responses were specifically identified within the CAD system, a more accurate picture of the balance of those responses could be obtained.

This analysis raises a number of issues with respect to mutual aid responses, and the City of Tigard will have to work with surrounding agencies to address these issues in the future.

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Example: Storage of video and CDs until electronic storage is available.

Example: Simple solution for storage of small, long objects.

Example: Evidence storage of long items.